

Draft Restructuring Proposal

July 1999

DRAFT RESTRUCTURING PROPOSAL

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Introduction to INS Restructuring

Background

The immigration challenges facing the nation have changed dramatically in recent years. The growth of the global economy, public policy debates, and new legislative mandates – especially the sweeping 1996 immigration law – have made unprecedented enforcement and service demands on INS. The breadth of these changes, coupled with the agency's explosive growth, demand a change in INS' structure to meet the challenges of the 21st century.

In 1997, the Commission on Immigration Reform (CIR) called for structural changes in the nation's immigration system. The Administration rejected the CIR recommendations, but proposed a new framework for restructuring INS.

The INS Restructuring Project

In fall 1998, the INS established a Restructuring Team and contracted with PricewaterhouseCoopers (PwC) for design support to define how the INS would look and operate under the Administration's restructuring proposal.

The Restructuring team's planning involved wide-ranging consultation with INS field and headquarters staff. Team members talked to more than 900 INS employees during field site visits and headquarters interviews, convened six employee-based design teams for direct employee input into the design process, and established an electronic mailbox and intranet site for continuous communication with INS employees. In addition, the team conducted two meetings with all INS senior field managers to elicit their feedback on proposed design concepts.

Through a PwC stakeholder advisory board as well as through specific briefings, the Restructuring team also engaged in extensive consultations with INS external stakeholders, ranging from community-based organizations to trade and international business organizations to other government and law enforcement agencies. Regular meetings with staff from the Department of Justice, OMB, and Congress also occurred to gain input.

To learn about the structures of relevant organizations for benchmarking purposes, the team researched other Federal law enforcement and service providing agencies, as well as selected state agencies and private corporations. Finally, the team reviewed current literature on high-performing organizations, change management, and organization improvement.

INS senior management and Administration review of this work have led to the conclusions and proposal presented here.

The Administration's Proposal

The proposed new INS structure represents fundamental reform. In the current organization, managers and executives are frequently required to reconcile conflicting priorities at the expense of one or the other of the agency's immigration services and law enforcement missions. The proposal calls for radically transforming the current structure by creating two new mission-centered organizations – one for immigration services and one for law enforcement – each with a distinct chain-of-command but within one agency. The current INS regional and district offices that have increasingly struggled with dual mission responsibilities would be eliminated and replaced with area and local offices organized in networks around a focussed immigration service delivery or law enforcement mission. The new structure would eliminate a current layer of management and would strengthen accountability through a clear definition of the roles and responsibilities for both INS missions.

This proposal's call for separate lines of authority for service and enforcement within a single agency recognizes the need for coordination and integration between service and enforcement to ensure coherence in the administration of U.S. immigration policy. Examples of the need for close linkage include: immigration benefit fraud; cooperative development of effective agency-wide tools, such as green cards, employment authorization documents, and fingerprint policy; and cost and efficiency measures rooted in consolidated legal, financial management, and other support operations. The proposal strikes a balance that builds in fundamental reform necessary for improved agency performance and results, without sacrificing the continued coordination and broad policy direction also critical to INS success in the future.

Separating INS' primary functions to achieve better performance, but keeping them within one agency that is accountable for the leadership and management of our nation's immigration system, represents the most effective and efficient use of the substantial resources the Administration and Congress have invested over the past five years.

Goals of Restructuring

The Administration's proposal has four goals:

- *Clear Accountability.* The new structure must provide clear, separate chains of authority for Immigration Services and Enforcement to ensure "top-to-bottom" accountability – accountability running from the Commissioner to the local manager and front-line staff;
- *Customer Focus.* A dedicated, properly trained immigration services chain-of-command will equip INS to provide consistent, courteous, accurate, and timely service and consider the customer first when developing policy and procedures;
- *Seamless Enforcement.* INS enforcement activities are many and varied, including enforcing immigration law at the border, at ports-of-entry, in the interior, and through the investigation of fraudulent claims for benefits. INS also detains and departs large numbers of

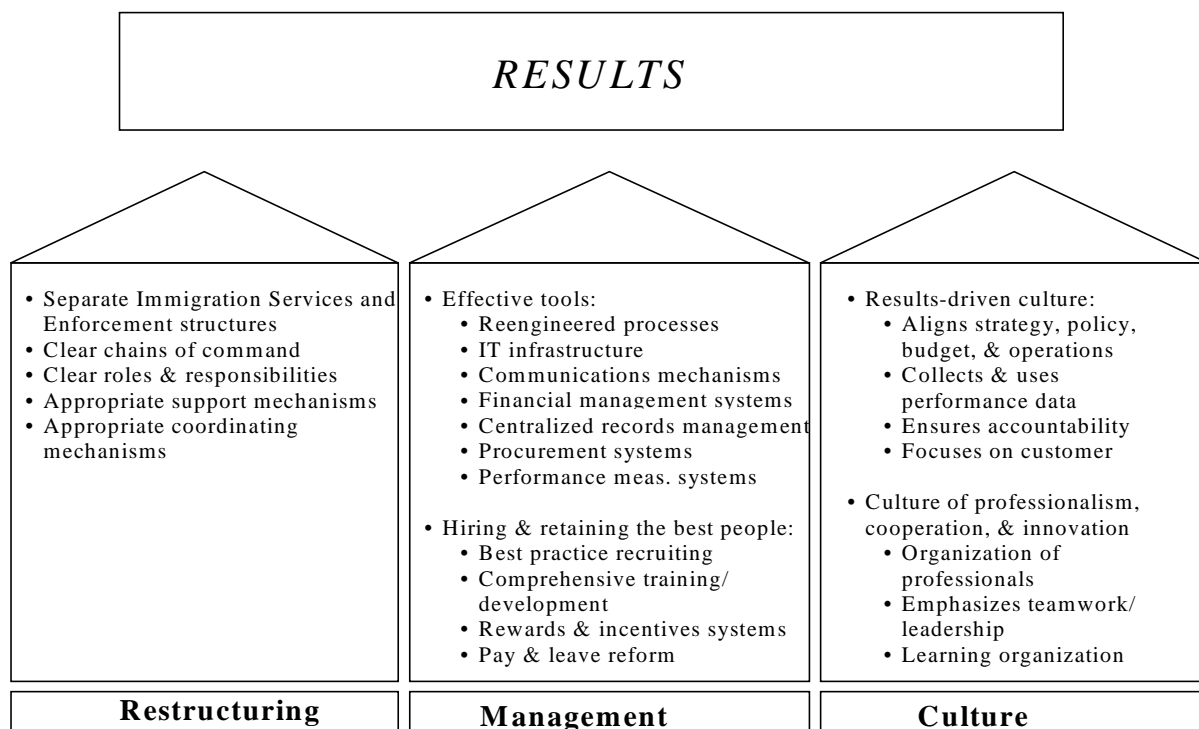
unauthorized immigrants. Restructuring will allow INS to build an integrated enforcement structure that best supports comprehensive coordination among these many functions; and

- *A Coherent Immigration System.* Because immigration enforcement and immigration services are intertwined in statute and policy, close coordination and balancing of service and enforcement interests are required to effectively administer and achieve the objectives of the nation's immigration laws. Splitting service and enforcement functions while providing unified overall direction is the best way to establish coherence in the immigration system in practice.

INS Institutional Reform

This restructuring proposal is the cornerstone of a major institutional reform project within INS that has been underway to improve its performance and increase results for immigrant and citizen customers. A new structure for the agency will establish a stable foundation for continuing and future reform.

A series of management systems improvements is being implemented and others are in various planning stages. Through expanded training, targeted communications, and leadership development, the reform program will change the prevailing culture of the agency to that of a high-performing organization. Key areas where the INS has or will initiate improvements include the following:



The INS views restructuring as an opportunity to establish a solid foundation to continue the work it has already begun in the areas of management reform and culture change. Restructuring, management reforms, and culture change are mutually reinforcing. Together they will bring about the changes in agency performance that the INS seeks and our immigrant and citizen customers deserve.

Summary of the Draft Restructuring Proposal

The Administration's proposal would lead to improved performance and increased results. Its major components are as follows:

Separate Immigration Services and Enforcement Associate Commissioners

The proposal establishes two new INS Associate Commissioners, one for Enforcement and one for Immigration Services. These two new Senior Executive Service officials would direct separated law enforcement and immigration services operations within the restructured agency. The individuals who fill these roles would have skills and experience in law enforcement and service delivery, respectively. They would be held accountable for performance and results for their part of the agency's mission. All the INS employees involved in law enforcement or immigration services would report through realigned chains-of-command to either the Associate Commissioner for Enforcement or the Associate Commissioner for Immigration Services.

New Geographic Boundaries

New geographic boundaries for organizing INS operations would be established across the country. These would replace the current regional and district office boundaries. There would be six or more domestic and one international enforcement areas, and six immigration services areas. Further analysis is being done on the number and boundaries of enforcement areas. The criteria used to select the number of areas and the new boundaries are workload, numbers of employees, and other important factors, such as enforcement operational realities (smuggling corridors) and locations of large immigrant communities needing service.

Separate Immigration Services and Enforcement Area Directors

The proposal also establishes new area director positions – six for immigration services, and six or more domestic and one international for enforcement. They would direct and manage all field operations in their respective law enforcement or immigration service area, based on clear agency guidance from their Associate Commissioner. They would be accountable for performance and results in their respective areas. Finally, area directors would coordinate and communicate with local office managers to ensure agency operations are performed effectively and consistently.

Strong Support Operations

Overhead support for both Immigration Services and Enforcement would be provided by an Associate Commissioner for Support Operations through the existing Administrative Centers (to be renamed Support Operations Centers) and through area and local support specialists and liaison staff. Examples of the support that would be provided in this way include human resources services, records management, and information technology systems services. The general approach would be to combine centralized support with decentralized support resources (located in the field offices, where appropriate) to provide the best support possible to field operations within available resources.

Customer Service Advocates

Under the Associate Commissioner for Immigration Services, a Customer Service Advocate position would be established to ensure that sufficient attention to customer service occurs in all operations. This position would in no way substitute for the requirement that all INS managers be accountable for customer service. The Customer Advocate would be involved at the national level assisting in customer service training, conducting annual customer satisfaction surveys, and providing problem resolution. Similar positions would be established at the area level.

Customer Panels

Customer Advisory Panels would be established at the national and at each area enforcement level to institutionalize a forum for public involvement and to foster better community relationships and cooperation. These panels would review INS operations annually and would prepare a report for use by their respective area enforcement directors, the Associate Commissioner for Enforcement, and the Commissioner. Also, community relations officers would be employed at all area and some local offices to build relationships with community partners.

Agency-wide Offices

The INS restructuring proposal maintains key agency-wide functions that set the direction and priorities for implementing our immigration laws. These functions include policy and strategy, legal counsel, misconduct investigations, quality review, administrative appeals, financial management, and communication with Congress and the public. To ensure a coherent national policy and voice on immigration, consistent application of the law, and consistent external messages, these functions would be established as national functions.

Integrated Approach

Continued coordination and cooperation between the agency's two missions is critical in the separate chain-of-command approach. The proposal includes several mechanisms to ensure an integrated approach occurs and the overall coherence of the immigration system remains intact. These mechanisms include:

- *Establishment of an INS Executive Committee.* This leadership group would review broad agency issues and resource allocation, with representation from the Associate Commissioners for Immigration Services, Enforcement, and Support Operations. This would ensure full involvement from all interests on all issues;
- *Creation of an INS Area Council.* This separate group would bring together at least quarterly all of the area Enforcement and Immigration Services directors and other senior field managers to review performance and issues of common concern and discuss progress achieved;
- *Additional area and local cooperation and coordination.* For issues that require coordination between Immigration Services and Enforcement within areas or sub-areas, area task forces would be created on an ad hoc or permanent basis. Liaison officers responsible for ensuring coordination on issues of joint concern would also be established; and
- *Shared information and databases.* It is critical that Immigration Services and Enforcement use the same information on the status of immigrants to do their jobs. Therefore, in the new structure, key databases and records would be shared. Both would be managed centrally to help ensure the information used is consistent, up-to-date, and available to all operational entities.

Area Geographic Boundaries

New Geographic Boundaries

The proposal divides the nation into six Immigration Services areas and six or more Enforcement areas. The six Immigration Services areas are based on an analysis of workload and other factors described below. There would be one international and at least six Enforcement areas pending further review and analysis of the optimum number of Enforcement areas given span-of-control and enforcement coordination issues.

Each Immigration Services area would have one major concentration of customers.

The majority of Immigration Services customers reside in six different areas of the country: metropolitan New York, southern Florida, Chicago, Texas, southern California, and northern California. Each Immigration Services area would incorporate one of these concentrated customer bases. This geographic alignment would have several advantages:

- These major metropolitan regions generate the majority of immigration services' workload and would continue to do so in the foreseeable future. Dividing the country into six areas, each with a major concentration of customers, would ensure that workload is distributed across the areas; and
- Customer movement within these areas of concentration would not adversely impact the customer. For example, northern New Jersey, New York City, and Connecticut are currently in three districts. Movement in this metropolitan area can cause cases to be transferred. Under the proposed geographic structure, any case changes due to movement in or around New York City would be transparent to the customer.

Each Enforcement area would reflect key strategic and operational differences.

Each enforcement area would have specific expertise and concentrate on particular INS workload needs. For example, areas along the northern border would focus on Western Canada and Asian traffic; areas in the midwest would focus on interior enforcement; and areas in the northeast would focus on European and African traffic. Areas along the southwest border would focus on the two key alien smuggling routes: California/Arizona and Texas/New Mexico. Areas in the southeast would focus on the Caribbean and Latin America. These geographic boundaries would complement established INS strategies and promote seamless enforcement within smuggling corridors.

Areas would retain state boundaries, as much as possible, facilitating coordination with other state and Federal agencies.

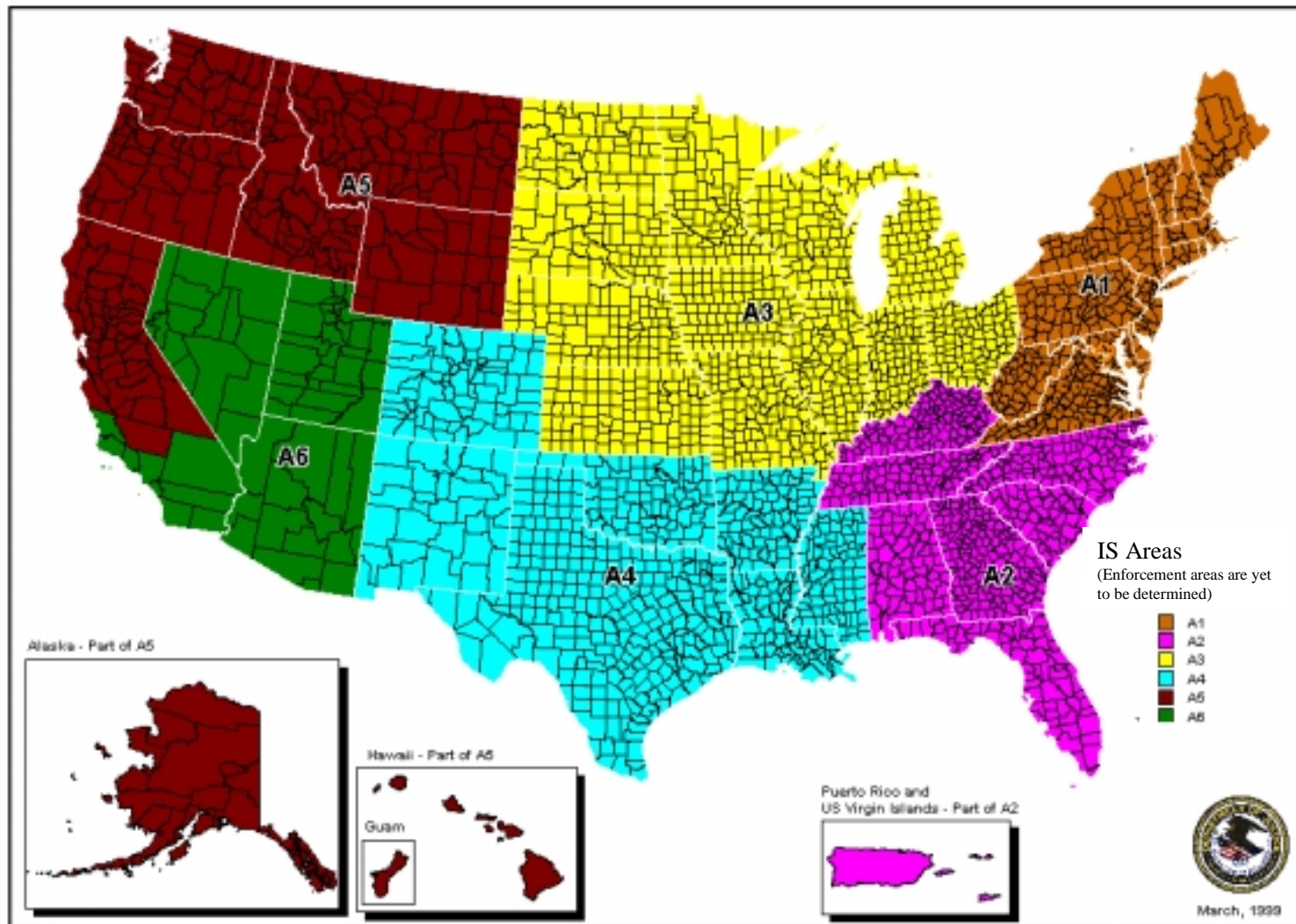
INS needs to deal regularly with external parties, such as the FBI, DEA, U.S. Customs, the federal courts, U.S. attorneys, state and local law enforcement agencies, and Congress. While these entities do not share similar boundaries, many use state lines to define their operating areas. Similarly, by maintaining state borders as much as possible, the proposed boundaries would facilitate coordination with these entities and enhance performance. To facilitate coordination in California or other states, the geographic split would be along judicial or other logical lines.

Areas would reflect logistical realities and facilitate management.

In the proposed boundaries, time zones, mountain ranges, and travel times, all of which can affect performance, were considered and incorporated into the design. For example, no domestic area spans more than two time zones.

Managing local operations through six Immigration Services areas and six or more Enforcement areas would benefit from reduced travel time, time zones, and spans-of-control. These structural changes, coupled with cultural improvements such as performance measures and increased accountability, are key ingredients for strengthening management.

Immigration Services Areas



Agency-Wide Offices

The Administration's proposal establishes key agency-wide functions that set the direction and priorities for implementing our immigration laws. The nature of current Federal legal, financial, planning and other support functions requires a cooperative approach to provide successful agency operations and avoid bureaucratic delays. Immigration legal issues are complex. They transcend enforcement and adjudication roles and boundaries, requiring ongoing coordination and communication with managers in both missions. Financial systems are similar, requiring involvement across the agency to provide accurate data for internal management and external stakeholders. Finally, good strategic planning requires multiple input from varied perspectives and involves managers across the agency to ensure coherence and balance in administering immigration laws.

Office of Policy and Strategy

The Office of Policy and Strategy (OPS) would be responsible for developing immigration policy and setting the INS' strategic direction. Policies and plans for the agency would be created through the collaboration of the Office of Policy and Strategy and the Associate Commissioners for Enforcement and Immigration Services.

Its work would include the following:

- Developing policy, legislative requirements, and national and international strategies requiring decisions by the Commissioner or the Deputy Commissioner;
- Directing INS' long-range planning activities, the INS strategic plan, and agency performance measures and standards in conformance with the Government Performance and Results Act;
- Providing the agency's official statistics and analyzing INS data;
- Developing broad agency information requirements for systems development and performance improvement.

Chief Financial Officer

The Chief Financial Officer (CFO) would be responsible for ensuring sound INS budget and financial management. The CFO would have broad responsibilities, which are listed below:

- Develop agency-wide financial policy and procedures;
- Develop and maintain integrated financial management systems, including financial reporting and financial internal controls;
- Oversee budget formulation, presentation, justification, and execution;
- Direct preparation of an annual financial management plan; and
- Manage the Debt Management and Finance Centers.

Office of the General Counsel

The Office of the General Counsel (OGC) would provide legal counsel throughout the INS. Many legal issues concurrently impact or require input from both Immigration Services and Enforcement. In addition, the OGC would develop the intermediate management structure needed to provide effective legal counsel to the new Enforcement and Immigration Services structures. The OGC would provide legal services in the following major ways:

- Provide legal advice and assistance to the Commissioner and field managers;
- Represent the INS before the Executive Office for Immigration Review (EOIR), including the Immigration Courts and the Board of Immigration Appeals (BIA);
- Provide legal assistance in the formulation of regulations and legislative proposals;
- Represent the INS in contested naturalization and denaturalization hearings;
- Represent the INS in labor-related cases;
- Provide litigation support in the issuance of reinstatement of removal orders, expedited removal orders, and administrative removal orders by field managers; and
- Represent the INS in employer sanctions and civil document fraud litigation.

Office of Professional Responsibility and Quality Review

The Office of Internal Audit would be renamed the Office of Professional Responsibility and Quality Review. This unit would continue to perform misconduct investigations to ensure all employees maintain the highest standards of professional conduct and to substantially broaden agency efforts to prevent misconduct from occurring. The office would also play an increased role in quality assurance. Specifically, building from the INSPECT program and the naturalization quality assurance program, this office would be responsible for developing and implementing an agency-wide quality assurance program to ensure the accuracy and consistency of adjudications across the country, as well as compliance with all services and enforcement policies and procedures.

Offices of Congressional & Intergovernmental Relations, Public Affairs, and Community Affairs

National Congressional & Intergovernmental Relations, Public Affairs, and Community Affairs units would continue to provide liaison with external stakeholders. Field counterparts would report to field managers, but receive guidance from the national offices.

INS Leadership Team

The INS leadership team would have two components, the INS Executive Committee and the Area Council, which would include the Enforcement and Immigration Services area directors.

These leadership teams reflect INS' commitment to integrating its field and headquarters executives in the management of the agency.

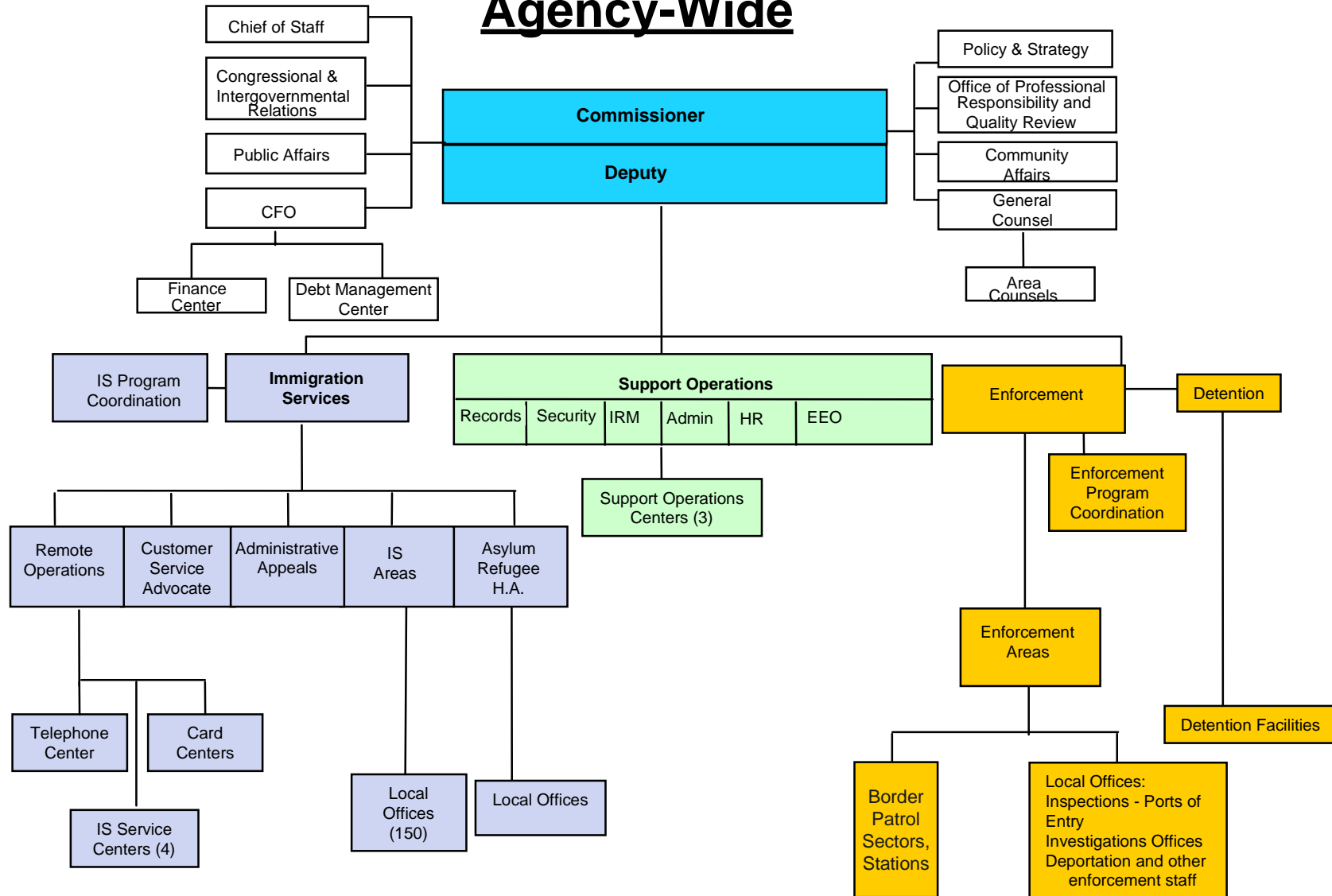
INS Executive Committee

The INS Executive Committee would be the Agency's primary policy and management decision body. It would handle strategy and agency priorities, resource allocation issues, and agency-wide policy matters. It would be a headquarters-based team that could assemble quickly to respond to current issues facing the INS.

Area Council

An Area Council, chaired by the Commissioner or Deputy Commissioner, would meet at least each quarter to discuss implementation of agency strategy and make key operational decisions required to meet performance goals. Operations results would also be reviewed and enforcement and services coordination issues would be resolved. Members would include all area directors and relevant headquarters executives.

Agency-Wide



Immigration Services

Introduction

The proposed structure for Immigration Services (IS) builds on such reengineering and customer service initiatives as the creation of INS' Immigration Services Division and the upcoming National Customer Service Center and centralized Files and Records Center. The new structure is designed to best achieve the culture change already underway to make Immigration Services a model of customer service. The agency's new structure would achieve the following restructuring goals:

Clear accountability

Over the past several years the INS has begun to clearly define and measure its success based on results. The INS must ensure that the services it provides are:

- Compliant with all governing laws;
- Timely;
- Provided in a courteous, professional manner; and
- Consistent throughout the country.

Restructuring would enhance the agency's ability to focus on these results and to ensure accountability for them. The proposal would establish clear lines of authority for IS. In turn, this would clarify mission and organizational goals. It also would make it easier to establish and implement IS strategies, recognize and address changing priorities, and communicate within the organization. The new structure would have clearly defined roles and responsibilities for each of the organizational entities proposed. These structural improvements – clear lines of authority, clear roles and responsibilities, a streamlined management structure, and built-in coordination – would significantly strengthen accountability.

Customer focus

The new structure contains three elements that would significantly improve customer service. First, there would be people at every layer of the organization whose exclusive focus is customer service. At headquarters, there would be a Customer Service Advocate who reports directly to the Associate Commissioner. This Customer Service Advocate would be responsible for conducting annual customer surveys, developing user-friendly literature like the *Guide to Naturalization*, sponsoring customer service training, and developing and managing a problem resolution tracking system. There would also be a Customer Service Advocate at each area who would promote and monitor customer service at the local offices within the area's jurisdiction. At the service centers, problem resolution specialists would be identified to "own" and follow up on problems referred to their service center. At local offices, Customer Service Specialists (presently Immigration Information Officers) would provide information through information counters, as well as problem resolution services.

Second, there would be a national full-service phone center (with a toll-free number) that customers can call to get general information. A variety of services would be provided through the phone center, including basic information, application forms, status checks, and address changes.¹

Finally, the Immigration Services organization would establish and monitor progress toward performance targets, including customer service standards. Accountability would be ensured through appropriate rewards and sanctions. While the INS expects that structural changes would have a significant impact on customer service, the agency also recognizes that outstanding customer service is as much about good business processes, effective tools, and a culture of service, as it is about structure. The INS views this restructuring as an opportunity to continue its work on these important infrastructure and cultural factors.

The Proposed Structure

Headquarters

The Associate Commissioner (AC) for Immigration Services (IS) would be the lead IS executive responsible for achieving agreed-upon operational results and representing IS on the INS Executive Committee. The individual who fills this role would be a member of the Senior Executive Service (SES) and skilled in customer service, management, and service delivery.

In order to ensure reasonable spans of control and in recognition of the significant external demands that would be placed on the AC, a Deputy AC position is also proposed. The Deputy AC would work closely with the AC and serve as required in the AC's absence.

Because customer service is so crucial to the success of IS, a Customer Service Advocate position would be established at headquarters. The Customer Service Advocate would report directly to the AC and promote customer service throughout the organization through an annual customer survey, training development, continuous improvement, and management of a problem resolution information technology system. This position would in no way relieve the INS managers from the important responsibility of providing outstanding customer service.

At headquarters, there would also be a Director of IS Program staff, comprised of program staff, IS budget staff, and IS information systems staff. This team would be organized by product line, i.e., Family, Business & Trade, Resident & Status, and Citizenship. It would be responsible for a variety of functions, including technical assistance, quality assurance, and policy development. One of the most important functions of this staff would be to ensure proactive and on-going improvement. Integrating budget and information technology staff with the program staff would help ensure a coordinated approach to all improvement initiatives.

Finally, the Office of Administrative Appeals (currently the Administrative Appeals Office) would continue to be responsible for conducting the administrative appeals process for applications and petitions that are denied by Immigration Services adjudicators and subsequently appealed.

¹ The INS has already redesigned its telephone services to this end.

Six Areas

The primary IS field structure would be comprised of six areas that would report directly to the Deputy AC. The IS areas have been designed with operational oversight and accountability in mind. An area director, who is skilled in customer service, management, and service delivery would manage each area. Each area would be responsible for monitoring the performance of local offices, providing technical assistance, and ensuring compliance with standard policies and procedures. Each area would also have a Customer Service Advocate to promote customer service throughout the area and to serve as a referral point for customer problems that require area attention. Finally, each area would have staff liaison with the program and budget activities of the AC and with agency-wide congressional relations, community relations, public affairs, and intergovernmental affairs offices.

Local Offices

Local offices would be headed by managers who would report directly to the area director, thus ensuring a direct reporting structure from community-based local offices through the areas to the AC. With customer convenience in mind, local offices would be located as close as possible to the communities served. The locations of local offices would be built upon the locations of current Application Support Centers. As much as possible, these local offices would be full-service offices and provide:

- Information and problem resolution through counters staffed by Customer Service Specialists (currently Immigration Information Officers);
- Adjudication for cases that require interviews;
- Testing for naturalization cases; and
- Fingerprinting services.

Larger local offices would also have an external relations team to help with local congressional, public, and community affairs.

Remote Operations

Remote operations would include the service centers, the telephone center, and the card production facilities. The Director of Remote Services, who would report directly to the Deputy AC, would manage all remote operations. Consolidating remote operations under one reporting structure would provide three significant benefits. First, an appropriate span of control would be established for the AC. Second, the structure would facilitate INS' on-going strategy of using remote servicing whenever it makes business sense to gain the efficiencies of high-volume production and, in turn, facilitate benefits processing and customer service. Third, since most remote operations involve significant contractor support, this structure would make it easier for INS to develop and leverage performance-based contracting capabilities.

There would continue to be four service centers. The service centers would continue to support INS' move to full direct mail, which takes advantage of economies of scale and automation and facilitates standard, timely application processing. Operations at the service centers include:

- Receipt and in-processing of all applications (including applications that are eventually adjudicated at local offices);
- Adjudications for three product lines (Business & Trade, Family, and Resident & Status); and
- Problem resolution services that are managed by problem resolution specialists who are the referral points for problems that arise from or result in service center casework.

Because service centers process high (and often variable) volumes of applications, the new structure proposes planning, quality control, and budget staff to ensure proactive, result-oriented operations.

Benefit Fraud Investigations

Because of the importance of benefit fraud detection and investigations, each service center would have an on-site benefit fraud team, comprised of IS analysts and Enforcement special agents. Special agents would be assigned on a three- to five-year rotation to the service centers and report directly to the appropriate area director for Enforcement. The IS analysts would conduct fraud detection activities and make appropriate referrals to the special agents who would initiate investigations and coordinate with Enforcement field personnel as necessary.

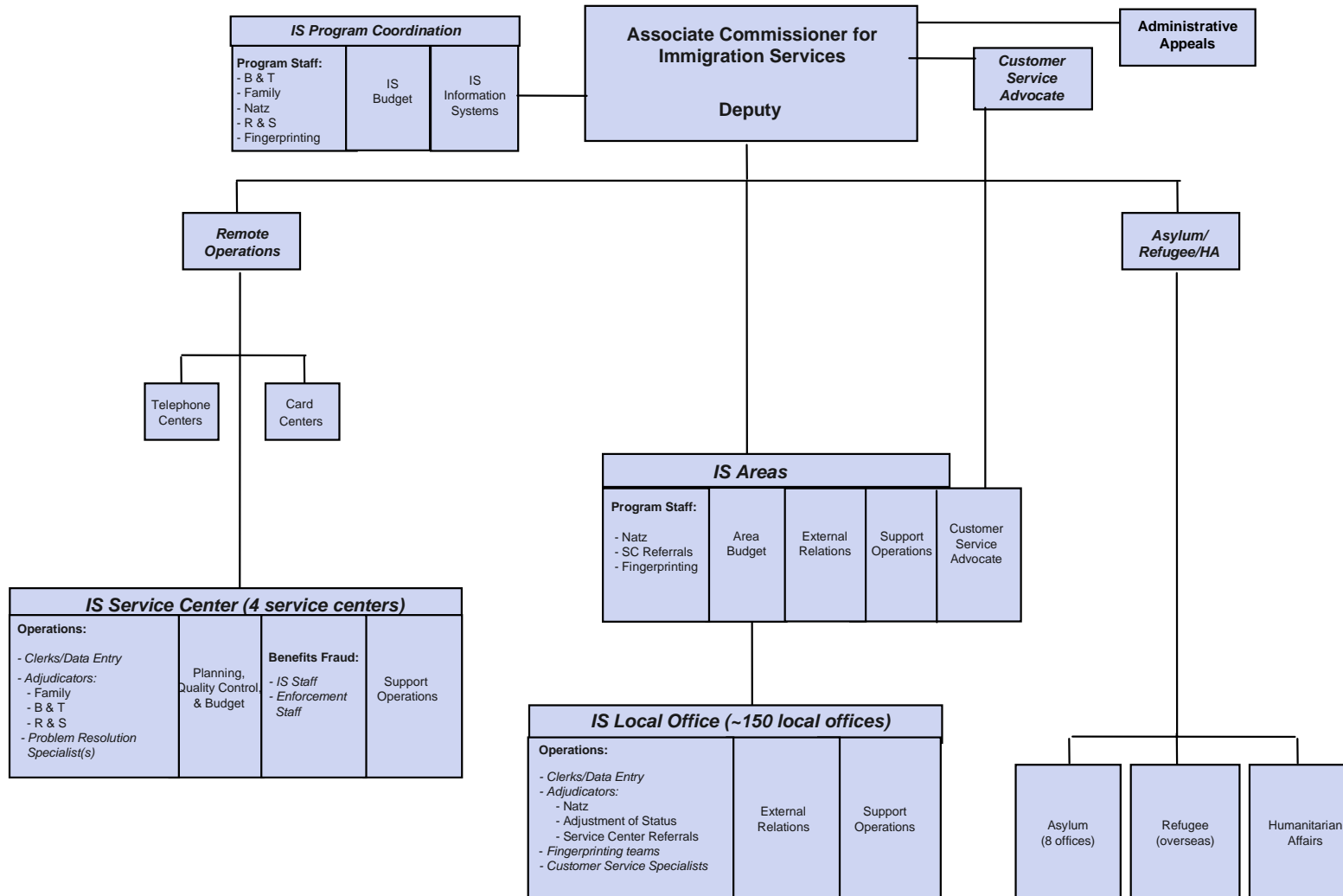
Consolidated Asylum, Refugee, Humanitarian Affairs

The new structure proposes a combined Asylum, Refugee, and Humanitarian Affairs program. This structure is an acknowledgement that the Asylum program, as currently designed, is successful and distinguishes these activities as part of Immigration Services. It would maintain INS' eight domestic Asylum offices, as well as the Miami Humanitarian Affairs office, both reporting directly to the director of Asylum, Refugee and Humanitarian Affairs. Refugee staff assigned overseas would also report to the director of Asylum, Refugee, and Humanitarian Affairs and become tenants in overseas International Enforcement offices. This structure recognizes the unique nature and high profile of these programs as separate and distinct from other overseas INS activities that are increasingly focused on enforcement. Finally, the proposed structure leverages the similarities among the three programs, expands career opportunities for the involved officers, and consolidates program direction among the activities of INS that involve international humanitarian treaty obligations and organizations.

IS Support Operations

The proposed structure identifies Support Operations staff that would report to service center, area, and sometimes, local office managers. These staff would help ensure line operations get the support they need, and would work in close cooperation with their centralized Support Operations Center.

Immigration Services



Enforcement

Introduction

To more effectively enforce the nation's immigration laws, the new structure consolidates all of the agency's enforcement functions under one new chain-of-command while keeping the single mission enforcement units, such as the Border Patrol sectors, intact. This consolidation has been designed to create a comprehensive law enforcement approach that is required to promote seamless enforcement from the borders to the interior. It also puts into place additional tools necessary to strengthen the agency's ability to be a more professional law enforcement organization. The new enforcement structure would achieve the following restructuring goals:

Clear accountability

Having all local enforcement personnel report to the area enforcement director strengthens accountability. This accountability would ensure open communication up and down the line and a clear understanding of agency mission. The three major structural components of the proposed design affecting accountability are: alignment of headquarters and field enforcement; establishment of a single enforcement area director with all enforcement operations reporting directly to him or her; and alignment of local office activities with overall INS enforcement strategies.

Customer focus

The proposed organizational structure would facilitate improved customer service by providing management with the proper authority and flexibility to meet customers' needs, providing effective infrastructures (processes, tools, systems), promoting a results-oriented culture, and clearly aligning resources with performance expectations. A Community Advisory Panel would be established nationally with counterparts for each area to increase community involvement, partnership, and citizen feedback on INS enforcement efforts.

Seamless Enforcement

Establishing a clear programmatic identity from the top of the organization to the bottom would increase communication, policy oversight, and service delivery within enforcement functions. A single area enforcement director would ensure that the coordination needed to produce enforcement results locally is achieved. The Chief of the Border Patrol would report to the Associate Commissioner and have direct access, through the chain-of-command, to area enforcement directors on issues concerning the Border Patrol. The Chief of the Border Patrol would ensure that national coordination between the Border Patrol and other enforcement activities occurs at the area level and below.

The Proposed Structure

Headquarters

The Associate Commissioner (AC) for Enforcement would be the lead enforcement executive. The AC would be a member of the Senior Executive Service and have requisite law enforcement experience. In order to ensure reasonable spans-of-control and in recognition of the significant external demands that would be placed on the AC, a Deputy AC position is proposed. The primary field structure would be comprised of six or more domestic areas and one foreign operations area, all reporting to the Deputy AC for Enforcement. The Chief of the Border Patrol would report to the AC, provide overall direction for Border Patrol issues. The new structure consolidates both domestic and overseas enforcement programs under a single chain-of-command.

Enforcement program offices for Border Patrol, Inspections, Investigations, Asset Forfeiture, and Intelligence would report to the AC as staff functions. Detention, Deportation and Anti-Smuggling would report directly to the AC and provide both staff and national management functions.

Areas

An enforcement area director with law enforcement experience would manage each area. All enforcement functions would be integrated at the area level and chief patrol agents and chief enforcement officers would report directly to the area enforcement director. Enforcement program staff offices for Asset Forfeiture, Border Patrol, Deportation, Inspections, Investigations, and Intelligence would report to the area enforcement director. Detention and Anti-Smuggling staff would also report be located in area offices to provide staff and line liaison with those national programs. Each area would have staff to perform congressional relations, community relations, public affairs, and intergovernmental affairs roles.

Community Advisory Panels

The Community Advisory Panels would be established to provide citizen dialogue, feedback, and partnership regarding enforcement activities.

National Community Advisory Panel

A National Community Advisory Panel would be established. The Panel would provide citizen feedback to the Commissioner and AC for Enforcement, would assist in developing strategies to inform the public about the INS, and would reach out to communities for mutual problem solving. The Panel would also produce an annual report that incorporates information from area and local boards.

Area Community Advisory Panels

At each enforcement area, the area director would establish a Community Advisory Panel under the charter developed nationally. The Community Advisory Panel

would provide feedback to the area director, would assist in developing strategies to inform the community about the INS, and would reach out to the community for mutual problem solving. The area director's community relations officer would serve as the liaison to the board. The community relations officer would develop and manage community outreach strategies. These panels would encourage and support formal and informal Border Patrol sector and local office efforts in close partnership with the communities they serve at the working level.

Benefit Fraud Investigations

The area directors for Enforcement would coordinate the connectivity between the Immigration Services and Enforcement operations for benefit fraud referrals and investigations. This program would be managed at the area level and would ensure that all area resources related to document fraud and benefit fraud are focussed on quality adjudications and protect the integrity of the immigration benefits system.

Below the Area Level

A network of sectors and local offices would be established to manage operations below the area level. Chief Patrol Agents would lead sectors, and other enforcement managers would lead local offices. Within sectors, the traditional Border Patrol leadership structure and station reporting relationships would continue. Local enforcement office managers, reporting to the area directors, would manage non-Border Patrol enforcement operations, i.e., Inspections, Investigations, Deportation, and Intelligence.

Detention

The AC for Enforcement would provide standards and set priorities for the placement of criminal illegal aliens to get maximum utilization of detention bed space. Short-term detention of a few days or less would remain the responsibility of Border Patrol stations and local offices. Placement of criminal aliens requiring long-term detention would be managed at the national level. Management and custody of the INS-owned and contract facilities would be handled at the national level with area level liaison. Detention facility directors reporting to a national head of detention in the office of the AC for Enforcement would manage day-to-day operation of detention facilities. Detention Officers would continue to provide transportation services to the Border Patrol and other Enforcement programs.

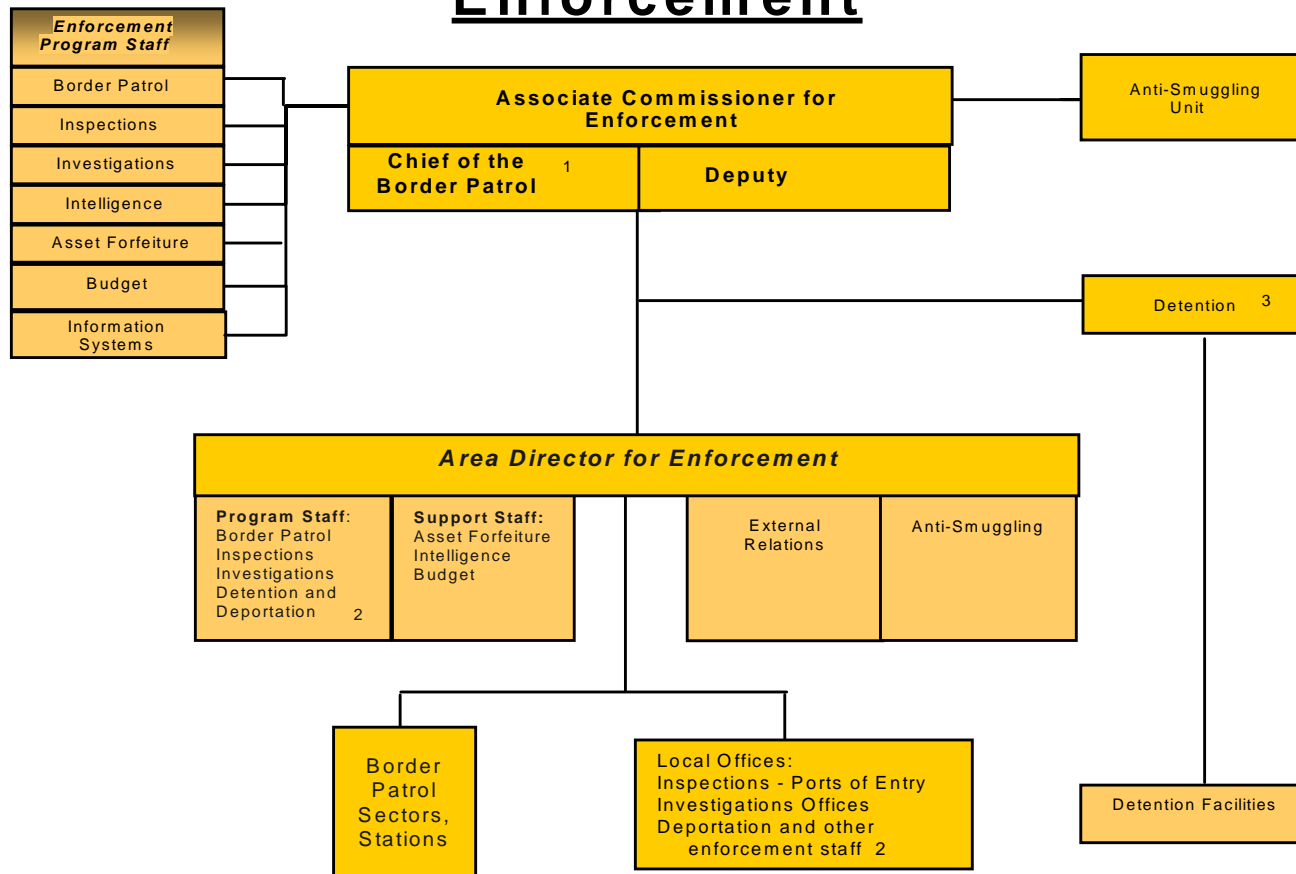
Anti-Smuggling

The anti-smuggling program, which includes resources from both the sectors and the local offices, would integrate overseas, border, interior anti-smuggling efforts. This program would be managed at the national and area levels, and would ensure that all area resources related to anti-smuggling are focussed on common strategies. A national anti-smuggling unit reporting to the AC would ensure coordination across areas and would focus on smuggling operations of national scope.

Enforcement Support Operations

Support Operations staff would report to area enforcement directors. Local offices would also have on-site support staff reporting to the Chief Patrol Agent or other local manager. The role of local and area support staff would be to ensure that line operations get the support they need. The support operations staff would be responsible for working with their designated centralized Support Operations Center to achieve necessary operational results.

Enforcement



- (1) Area Enforcement Directors will discuss/present issues relevant to the Border Patrol to the Chief of the Border Patrol.
- (2) Deportation at the area and local level consists of deportation activities, short-term detention and transportation
- (3) National detention includes placement, prioritization and utilization of bed space, management of inspections of facilities and oversight of compliance with standards

Support Operations

Introduction

The restructured Support Operations will provide the infrastructure that allows a coherent immigration system to share information and minimize the duplication of tasks. The proposal balances the need for direct support at the local level with efficiencies and consistent policy implementation through centralizing selected functions, such as records and financial transactions. It implements a single, direct line between the administrative policy makers at headquarters and the implementers of that policy at the Support Operations Centers, (formerly the Administrative Centers) who are then responsible for ensuring implementation at the local offices. It also develops the process Enforcement and Immigration Services managers will use to establish service level agreements with the service providers. Both of these actions increase accountability and enhance internal customer service. This approach would achieve the following restructuring goals:

Clear accountability

Support Operations must provide efficient and effective service to its internal customers, while ensuring that administrative laws, policies, and procedures are implemented equitably throughout the agency. Through the use of service agreements and performance indicators, Support Operations would set specific service delivery targets and would be held accountable for meeting or exceeding these service agreements. To achieve effective implementation of agency-wide policy, the structure would provide a single chain-of-command from the centralized policy makers to the Support Operations Centers. It would be the responsibility of the headquarters Support Operations program offices and the Support Operations Centers to train field office personnel in the standards and procedures required by the INS. Additionally, the centers would monitor the area and local offices to ensure they adhere to administrative policies and standards.

Customer focus

Improving customer service is one of the INS' highest priorities. In Support Operations the customer is internal to the organization. Through this support, Enforcement and Immigration Services would be able to have the staff, facilities, information systems and records required to perform their functions. The implementation of the enhanced Support Operations structure and specific performance agreements would provide the construct through which the customer would receive the service expected. For example, with the proper information on an alien, decisions regarding naturalization, benefits, and alien status can be made quickly and correctly.

One Immigration System

Support Operations would strengthen the link between Enforcement and Immigration Services by providing INS operational entities with detailed information on the status of aliens. This information is necessary for operations to carry out their missions effectively.

Support Operations would provide the infrastructure that would allow all operations to share information, minimizing the duplication of tasks. Sharing of information between Enforcement and Immigration Services is essential. The INS maintains 25 million alien files. Each file contains a detailed account of an alien's relationship with the United States, including enforcement and/or benefits matters. Both operational entities need to be aware of an alien's status to carry out their missions effectively. Maintaining accurate national immigration records is essential. Both Enforcement and Immigration Services update as well as depend upon ready access to the alien file (A-file). If A-files were divided among operational entities, it would result in incomplete records and/or duplication of information. As an ongoing part of its improvement plans, INS has begun centralizing its more than 20 million A-files so that a consolidated records management function is in place to ensure access to files and availability of timely and accurate information for all INS offices – service and enforcement – who need it.

The Proposed Structure

Headquarters

The Associate Commissioner (AC) for Support Operations would be the executive responsible for all the INS administrative support activities.

All administrative standards, policies, procedures and performance measures would be established by the headquarters program offices and distributed to the field through the Support Operations Centers. The centers would report to the Deputy AC for Support Operations. The Deputy AC position would reduce the span-of-control for the AC and provide a reporting relationship for the center directors that would allow them to interact effectively with their counterparts in the areas.

While the program functions themselves would be centralized, not all of the sub-functions associated with them would be. The following is an overview of the functions that would remain centralized and those that would be performed by the Support Operations Centers. Administrative personnel located at area and local offices would continue to perform some of the sub-functions.

Human Resources

In addition to its employee policy functions, Human Resources (HR) would also centrally manage the National Training Academies and the National Hiring Center in Twin Cities. Additionally, HR would provide oversight and management of all INS training regardless of when, where, and who gives the training.

Information Resources Management

Centralized Information Resource Management (IRM) personnel would develop and maintain all operations and corporate information systems for the agency. These systems would be based on the detailed requirements received from the Office of Policy and Strategy, Enforcement, Immigration Services, and other Support Operations functions. The centralized IRM would also develop and implement agency-wide technology infrastructure requirements.

Records Management

Records management is being centralized in the National Records Center in Missouri. Once the center is operational in FY2000, this centralized function will begin removing alien records from district offices and moving them to the center. Once a record is centralized, it will be the responsibility of the center to ensure records are available to the field within negotiated time frames and that records returned to the center are current.

Security

The centralized Security Office would establish all agency-wide standards. Security would also administer the national security support contract that provides security services to all INS locations.

Equal Employment Opportunity

The centralized EEO function would set agency-wide standards and provide guidance to the area EEO staff. EEO would also be responsible for an EEO compliance and training program to ensure local EEO functions, including processing formal complaints, are performed in accordance with agency and national law and policy.

Administration

Administration includes procurement, facilities, and other property. The centralized administration function would set standards for health and safety, space acquisition, and property management and would monitor all INS capital assets. It would also set standards for procurement and would perform all agency-wide purchasing. Administration would approve all new facility construction. It would also manage the National Firearms Unit in Altoona, PA. Centralized administration would monitor all offices for compliance with established standards.

Support Operations Centers

There would be three Support Operations Centers: one in Burlington, VT, one in Dallas, TX, and the other in Laguna Niguel, CA. Each of the centers would provide centralized support to two or more of the Enforcement and Immigration Services areas. The Support Operations Centers' responsibilities would include:

- Providing human resources, EEO, facility, property management, procurement, health and safety, security, communication, information technology, and other centralized support services to the area and local offices;
- Performing compliance reviews of delivery of administrative services to, and by, area and local offices to ensure consistent application of, and overall compliance with, agency-wide administrative policies, procedures, and standards; and
- Maintaining ongoing communication with their area and local offices regarding the Support Operations Centers' performance by negotiating and adhering to service agreements, and utilizing consistent, relevant, and meaningful performance indicators to continuously monitor effectiveness.

Local Offices

Administrative personnel currently assigned to field offices would continue to perform support operations functions there. They would also serve as liaisons with the Support Operations Centers to ensure that the needs of the local office are being met. Support functions should be at the lowest possible level. Given sufficient resources, administrative personnel in the field will provide services in the areas of human resources (such as promotions, discipline, grievances, and recognition), procurement, building maintenance, and repair.

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